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The Junior College

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One of the earliest efforts toward what might be termed a junior college was made by the Regents of the University of Michigan when they established branches as preparatory academies to serve as "feeders" for the parent institution. Unfortunately, these schools failed to live up to the high hopes held for them, and by the middle 1850's the last one had faded from the scene.

The closing of the academies dealt a severe blow to the university because it resulted in the creation of a wide gap between the level of training completed in the primary school and that required for successfully undertaking university-level studies. In the country as a whole, through the years, lower schools attempted to reduce the gap by adding courses and increasing the years which the student was required to spend before completing the program.

The emergence of the public high school became a major factor in narrowing the gap. The universities also continued to fill in the students' academic background by offering preparatory curriculums.

A conviction held by some universities that the first two years of collegiate work was secondary in nature grew stronger, and it was frequently suggested that freshman and sophomore levels should be separated from the more advanced offerings. In 1896, the University of Chicago took a decisive step of reorganization, designating its lower division as the "junior college," and the upper two years as the "senior college."

Many factors operated during the following years to focus attention upon the need for a type of local institution functioning between the high school and the state university. Among these factors was an awareness of the fact that inequalities in post-high school educational opportunities were frequently imposed by distance from established institutions; that is, the colleges enrolled large numbers of students who lived within commuting distance of the campus, but attracted a sharply decreasing percentage as the distance increased. It seemed that post-high

school educational opportunity for students depended in large part upon being born in the immediate vicinity of a college. The cost of board and room when away from home dissuaded many potential students from attending college. Another factor was reluctance on the part of parents to send their immature sons and daughters away to college. Educational goals could become more clearly established as the students matured; and, therefore, their years in the institution to which they eventually transferred would be invested more wisely.

There was a growing realization that the regular academic offerings of the university did not meet the educational needs of all students. It was pointed out that the practice of adding to the curriculums of the university was not a wise solution, as it might dilute the offerings—a university had a distinctive purpose and could not be "all things to all people."

As a corollary came the acknowledgment that some students were not adequately prepared to undertake university studies. The deficiencies might be corrected at a local institution, and the student could transfer to a senior institution when he was able to do the work. Such an arrangement would also take care of the "late bloomer"—the young man or woman who showed no particular academic ability during the elementary or high school years, but if given the opportunity, would suddenly produce at a satisfactory rate. The intermediate unit, then, could act as both a "screener" and a "feeder" for the senior institutions—eliminating those students who could not profitably undertake advanced work, and identifying those students who could do college-level work once their academic shortcomings had been corrected.

Further factors were the desire on the part of the universities to concentrate their energies upon the upper-level and graduate work, and to restrict their enrollments to a manageable size. The expanding birth rate coupled with an ever-increasing percentage of students clamoring for higher education made this end extremely difficult to realize unless other institutions could be established. Experience showed that the greatest need for expansion of opportunity was in the two lower-division years, as these years included the majority of students.

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As the junior colleges grew in number and stature, the attention of educators was concentrated upon determining roles of the new institutions in the rapidly expanding educational structure. It was generally accepted that the college preparatory function was an important part of the colleges' offerings, but were there other educational needs which were not being adequately met? Answers to this basic question are still being sought.

It became apparent that the technological advances made in industry called for competencies beyond those which had been required for such employment in the past. The establishment of technical institutes was proposed to offer the training required, but industrial leaders insisted that their employees needed more understanding and skills than mere technical "know-how;" they needed to know how to get along with other people, and should have a highly developed intellectual curiosity so that they could study their tasks and suggest better ways of doing things; the satisfactions that came to lives enriched by further education made for more contented workers; and they needed to develop an attitude of flexibility toward their occupations so that they might be more readily retrained to take advantage of technological improvements which would inevitably be made.

Expanding the curriculum of the technical institute was suggested so that the above-mentioned objectives could be achieved, but it was noted that in those areas which had junior colleges, there was little reason to establish a different institution with the resulting duplication of effort and expense when an existing institution could be expanded to include such offerings. It seemed desirable for the future technical worker to "rub elbows" with future leaders in various professions and the junior college offered an excellent opportunity for such an experience.

A further conclusion was that among the population of any community there were educational needs which were not being adequately met. It was suggested that the junior college, locally oriented and supported, was the logical educational institution to meet such needs.

The nascence of the community college has been briefly traced above. It is an institution which by both origin and purpose is deeply rooted in the life of the community which it serves. Its commitment to the community combines sensitivity to educational need with leadership in educational performance.

Impetus to the junior college movement and to the use of the term "community college" was given by the report prepared by the President's Commission on Higher Education which was published in 1947. Leaders in the junior college field became increasingly aware that the type of institution envisioned by the President's Commission, and the junior college itself, were actually synonymous developments. They recommended that the term "community college" should be adopted as more appropriately describing the functions of the two-year college. Today, the two terms "junior college" and "community college" are used interchangeably when referring to post-high school, sub-baccalaureate institutions. By 1960, 663 junior colleges in the United States enrolled 816,071 students; 712,224 were in 390 public junior colleges, and 103,847 in 273 private junior colleges.

Developments in Florida

In 1946, the Florida Citizens Committee on Education, a lay group drawing heavily upon the ability, perception, and experience of professional leaders, first envisioned the need for a massive program of community college education for Florida. The contributions of this committee led to the enactment, in 1947, of the Florida Minimum Foundation Program which provided for the inclusion of the public junior colleges of Florida as beneficiaries.

Thus, credit for recognition of the need for massive community college education rightfully belongs with the Florida Citizens Committee as does the first step in the implementation of measures to meet the need. However, the need was stated in broad, general terms. Necessary fulfillment of this need has produced the long-range plan for the development of Florida's community junior colleges and has established the criteria whereby the plan will be implemented.

Upon recommendation of the Florida Citizens Committee on Education, the State Advisory Council on Education was created by the legislature in 1947. In 1951 this council authorized a study of development of the Florida junior college program. In 1953 the State Board of Control appointed a council for the study of higher education in Florida, which suggested a special committee to be charged with responsibility for community college developmental planning. Established by the legislature in 1955, the Community College Council, as an advisory body to the State Board of Education, made certain recommendations. Among these were that the state of Florida adopt a long-range program for expanding community junior college facilities and that the State Advisory Council on Education be charged specifically with responsibility to advise the State Board of Education on matters relating to community college development; that the State Board of Education be aided in its supervisory responsibilities through a Division of Community Junior Colleges established as a part of the staff of the State Superintendent of Public Instruction; and that the research and study carried on by the Community College Council be continued as a responsibility of the Division of Community Junior Colleges. The legislature put these recommendations into effect in 1957.

Less than five years ago there were four junior college areas throughout Florida enrolling fewer than 4,300 students. In 1960-61 there were fourteen junior college areas enrolling over 21,000 students for credit programs. What factors can one point to in attempting to explain this growth?

At the outset, Florida was fortunate in having available highly able and articulate lay and professional leadership. Without this leadership, no sound, long-range plan would have materialized. A vision seen opaquely by the public needed to be crystallized by these leaders. A non-rigid, long-range plan for the junior colleges was developed which is conceptually and structurally sound. The pressures of rapidly increasing enrollments dictated action, and the demands of technology in a state experiencing rapid industrialization made it imperative that something be done to supply industry with highly skilled manpower.

Implicit in the whole development is a commitment to the further democratization of education, an extension of the high regard in which educational opportunity is held by the people of the state. This extension in the Florida junior colleges has been lateral in that it includes adult and terminal education, and it has been vertical in that education beyond the high school is available to all who can benefit. Further democratization has resulted through reducing the cost of higher education, removing geographical obstacles, and increasing the desire for further education. There has been a realization of the need for continuing education, stimulated by an increasingly complex society and a mushrooming body of knowledge.

A major factor is state and local partnership in financing the junior colleges. According to leading school finance authorities, provision such as that in the Florida Minimum Foundation Program for support of junior colleges, when coupled with local initiative, is the preferable means of financing public junior colleges. There must likewise be legal provision for a comprehensive outline of functions to be served by the junior colleges. The inclusion of the first

two years of college education, of terminal-technical, and of adult education held forth the promise of appealing to differing abilities, needs, and interests. The whole development must have a system of control which assures sensitivity to local needs. Florida's county unit system and local board control are such devices.

The enrollment in the twenty-four public junior colleges of Florida was 21,533 in 1960-61 and is expected to be 57,000 in 1970. To deal with this increase, the Florida Junior College Plan proposes that eventually there will be a community junior college within commuting distance of 99 per cent of the state's population. The number of junior college areas will expand from the present fourteen (containing twenty-four public junior colleges) to around thirty (containing in excess of fifty public junior colleges). Present community college curriculums will continue to expand and future colleges will continue within the same pattern. These junior colleges are destined to play a major role in the economic and cultural development of the state.

Curriculum in the Florida Community Junior College

While the general pattern of community junior colleges was established by the 1947 Florida Minimum Foundation Program, specific legislation assigning function amplified and clarified the curricular pattern in 1957. During the interim decade, the junior college development had been gaining impetus, but following the 1957 enactment this development has been so rapid as to be well-nigh explosive.

The functional sections of the 1957 legislation dealt with three major curricular areas: (1) Parallel or transfer education, paralleling the senior collegiate institutions with freshman and sophomore work, with the goal of transfer to senior four-year colleges at upper division levels. (2) Technical education, comprising those terminal and semi-professional programs which at post-secondary and sub-baccalaureate levels would provide technicians as professional assistants, in partial answer to a growing need for such personnel to staff burgeoning light and diversified industries in the state. (3) Adult education, to provide a wide range of credit and non-credit experiences in the nature of continuing education. The demands for such offerings having increased rapidly in recent years, due in a major sense to employment criteria pitched at higher educational levels, a higher percentage of "senior citizens" in the population, and an increased interest in liberal and general education among the adult segments of the populace.

While the parallel function of the junior college is, generally, well understood by the public, since on the face of it this is simply "the first two years of college," the important terminal-technical and adult education functions are either unknown or imperfectly understood. In part this is because these functions are relative late-comers, in part because the whole area of adult education has, for the lay observer, a nebulous quality by contrast with the public school program through the secondary level, and further, because there is an imperfect grasp of the role of the technician in a modern industrial society. Industry itself is not completely clear as to this role, and both description and performance vary widely from industry to industry.

The technician is sometimes described as a "sport collar worker"—somewhere between the "blue-collar" journeyman craftsman and the "white-collar," four-year graduate professional engineer, scientist, etc. The employment in one Florida missile industry recently was distributed as follows: 1,400 graduate engineers, 1,700 technicians, and only 2,000 production workers.

In 1959, a survey by the Florida State Department of Education revealed that 11,987 technicians were employed

by the 585 enterprises participating in the study. A current need was indicated for 3,546 technicians (during 1960), and within three years, for 6,220 additional technically trained personnel. Nearly 85 per cent of those presently employed were classified in the nine principal categories of aeronautics, agriculture, chemistry, construction, drafting, electricity, electronics, mechanics, and metallurgy. Over 84 per cent of the manufacturing firms were concentrated in Brevard, Broward, Dade, Hillsborough, Escambia, Pinellas and Polk counties.

Some idea of the educational task ahead is denoted by the fact that during the school year 1960-61 the public junior colleges of Florida produced 24 technicians, while the need state-wide was for more than 3,500.

In September of 1961 there were ten Florida junior colleges offering technical education programs. In these colleges, there were 61 staff members engaged in technical education, ranging from one to nineteen per department. There were 18 instructors in electronics technology, 23 in engineering drawing, drafting design, or graphics technology, 5 in mechanics, or mechanical technology, and 1 each in other disciplines. The offerings indicate the emphases as well as the probable job markets, with drafting and electronics showing a great preponderance. For comparative purposes, it should be noted that in 1960-61, the number of full-time instructional personnel (equivalent) engaged in public junior college work in Florida numbered 860 and the non-instructional personnel, 307.

The adult education program of the junior college is not intended to supersede the general adult education program where this exists in a county school system. There are four plans for general adult education under regulations of the Florida State Board of Education. The first operates under the immediate direction of the county superintendent; the second plan functions under a director of general adult education; the third operates under a director of adult and vocational education. The fourth plan is organized as an arm of the junior college, with the president of the college as the responsible official. The 1957 school law comprehends, however, a further function of the junior college, over and apart from the operation of a general adult program. It must be noted that adult students, defined as those beyond compulsory school age who have left the elementary or secondary school, may be in the junior college milieu as transfer or terminal-technical in addition to being "adult" students. It should also be emphasized that adult programs may be non-credit, and are characterized by variety in scope and duration.

While from the standpoint of numbers of students the general preparatory program of a parallel and transfer nature looking toward further college or university work is still a major community college role, an effort has been made here to deal with the lesser known curricular functions of the community college, the terminal-technical, and adult programs. It is clear that Florida's future holds increasing demands for (1) freshman and sophomore level preparation for upper division and graduate study; (2) semi-professional technical personnel to man the mushrooming industrial complex of the state; and (3) services to those whose education has been interrupted, or who wish further liberal or specialized education.

The broad curriculum and multiple function of the community college bears a significant part of the responsibility for educational availability in a democratic society, and is in itself, as a public extension of the privilege of higher education, a major bulwark of that society.

In 1960-61, 36,846 individuals were enrolled in Florida's public junior colleges. Of these, non-credit enrollments numbered 12,702 and terminal occupational enrollments, 2,817. There were 21,533 enrollments for college

credit. The "full-time equivalent" students numbered approximately 12,000.

Performance of Transfer Students

If part of Florida's long-range educational planning is that the junior colleges should take care of an ever-increasing percentage of college students, the question comes to mind, What is the performance of the junior college students when they transfer to a senior institution? It is not the purpose of this brief discussion to review the research studies which have been conducted in an attempt to answer this question. It is probably sufficient to summarize the major findings by some general conclusions which follow.

The junior college transfer student seems to experience an initial period of "shock" when he transfers to a senior institution. This may be accounted for by his realization that he suddenly finds himself in a strange environment, usually a much larger institution than the junior college which he attended. Instructors do not know him nor are they known by him; he sees few familiar faces on the campus; there are rather bewildering new rules and regulations, the presence of more distractions which tempt him away from his studies; and there is keener competition for grades. This competition is more pronounced at each successive level; it is not implied that academic standards are necessarily higher at the university. The selective factor had been operating before as he progressed up the educational ladder, but possibly in familiar surroundings he was less aware of it. After the initial "shock," the transfer students who survive closely approach the performance of those students who entered the senior institution in the freshman year. In general, fewer transfer students complete the junior and senior years than do the "native" student.

Junior college transfer students who have completed 60 hours or more of work in the junior college before transferring tend to earn approximately the same grades in the senior institution as they had earned in the junior college after they recover from the first-semester "shock." Some students who would not have been able to attend the senior institution due to selective admission requirements enroll in a junior college, complete the requirements, transfer to a senior institution, and do acceptable work. There is evidence that university performance of junior college transfer students is better in some departments than in others.

Problems and Issues of the Junior College

The next ten years will provide unusual opportunities as well as unusual challenges to the people of Florida. Among the most important of these challenges will be the provision of a diversity of educational opportunity at the post-high school level, available to a greater percentage as well as to a greater number of people than has been possible at any other time or place.

Opportunity in higher education is desirable, even necessary, not only for the personal development of the young people of Florida, but also for the economic and cultural development of the state. Even the defense of the United States depends in great measure upon the availability of higher education.

In planning for further availability of higher education to the people of the state, financial, geographical, and motivational barriers to higher education must be identified. Serious consideration is being given by most states to the development of community junior colleges in an attempt to solve the problems created by such barriers. Each state must answer some very basic questions relative to the development of higher education. To what extent will

the public accept the responsibility for post-high school education? How great a diversity of educational opportunity will be needed? How important is the maximum utilization of the state's resources, human as well as natural? Are there factors in historical development of higher education within a state that make it important that certain procedures be preserved?

Of recent years, the people of Florida have attempted to answer these questions by recognizing in legislation their responsibility for providing post-high school educational opportunities to young people and to adults; by recognizing the need for diversity in establishing new community junior colleges and new universities; by strengthening existing junior colleges and universities; by recognizing through this action the value of the human and natural resources of the state; by taking cognizance of the historical development of education in Florida in giving the community junior college a permanent place as a locally controlled institution; and in continuing to plan for higher education on a state-wide basis.

With this brief summary of Florida's apparent decisions to date, it would be valuable to look at the future in terms of the continuing questions which will require the attention of educators, legislators, and lay boards which work specifically for the development of higher education.

(1) How will enough funds be made available to provide the necessary facilities and quality of instruction?

(2) What steps should junior colleges take to assure articulation with senior institutions?

(3) What variety of associate degree programs will be needed to meet educational needs of students as well as business and industrial needs of the state?

(4) As there is more and more demand for faculty to teach in junior colleges as well as in the universities, what responsibility will the universities assume for recruitment and preparation of these persons?

(5) Can salary levels be maintained high enough to attract and to keep qualified faculty?

(6) How will year-around operation be of greatest benefit to students, to business, to industry, and to those who pay the bills?

(7) What new teaching aides and techniques will be available?

(8) How can we utilize faculty more efficiently?

(9) How can we utilize facilities to the greatest possible extent?

(10) What instructional programs will we be able to provide through educational television?

(11) How can we be constantly sensitive to the educational needs of business and industry?

(12) What types of community service programs especially developed for adults will be organized in the junior colleges?

(13) How will these educational services fit into the over-all planning of high school adult education programs and the Institute for Continuing University Studies?

(14) How can we convince more youth to face their educational objectives realistically in terms of occupationally oriented programs?

(15) What can be done to aid the general development of programs for technicians so essential to our scientific and economic development?

As of the fall of 1962, almost two-thirds of Florida's youth will live within commuting distance of a community junior college. When all junior college areas are established in Florida, over 99 per cent of the youth will be able to commute to a community junior college. In order for these institutions to be of greatest educational service, it is imperative that the questions above receive careful attention by all persons concerned.